



MEMORANDUM

DATE: September 20, 2019
For October 7, 2019 Hearing

TO: John Iurino
Zoning Examiner

FROM: Scott Clark, Interim Director
Planning & Development Services

SUBJECT: REZONING PLANNED AREA DEVELOPMENT
PLANNING & DEVELOPMENT SERVICES REPORT
C9-19-16 Welcome Broadway PAD – Broadway Blvd. and Park Ave.
C-3/I-1 to PAD (Ward 5)

Issue – This is a request by Robin Large of Lazarus, Silvyn & Bangs, on behalf of the property owners, WD Tucson RE LLC, Welcome Tucson LLC, and City of Tucson, to rezone approximately 3.8 acres from C-3/I-1 to a Planned Area Development (PAD) zoning. The rezoning site is located at the southwest corner of Broadway Blvd and Park Ave, and encompasses nearly two entire city blocks bounded by Broadway Blvd to the north, Park Ave to the east, Tyndall Ave to the west, and 12th Street to the south (see Case Location Map). The proposed project consists of mixed-use, transit- and pedestrian-oriented infill development that may include a combination of residential, hospitality, retail, commercial, and light industrial uses. The preliminary development plan proposes development with building heights not to exceed 75 feet on the interior of the property, and 30 feet along the perimeter.

Planning & Development Services Recommendation – The Planning & Development Services Department recommends approval of PAD zoning, subject to the attached preliminary conditions.

Background Information – This process began in 2007 with the City of Tucson purchasing seven of the fourteen PAD parcels, including the former Broadway Volvo car dealership. Mayor and Council issued a solicitation inviting proposals for purchase and redevelopment of the city parcels. This allowed the successful bidder, WD Tucson, to bring together the city parcels and WD parcels into this PAD rezoning process.

Prior to the bid process, City staff from economic development, transportation, and planning explored the redevelopment of the city parcels by hosting a visioning workshop in 2014. Those in attendance included the Miles and San Antonio neighborhoods as well as stakeholders from the Broadway Corridor Project. Feedback received during this meeting predominately described a mixed-use infill project that complemented both residential and commercial surrounding properties.

Existing Land Use: Food Service/Vacant (Previously Commercial)

Zoning Descriptions:

Existing

C-3: This zone provides for mid-rise development of general commercial uses that serve the community and region, located downtown or in other major activity center areas. Residential and select other agriculture, civic, recreational, and utility uses may also be permitted that provide reasonable compatibility with adjoining residential uses.

I-1: This zone provides for industrial uses that do not have offensive characteristics in addition to land uses permitted in more restrictive nonresidential zones. Select other agriculture, civic, commercial, industrial, retail, storage, utility, and wholesaling uses may also be permitted.

Proposed

Planned Area Development (PAD): This zone is to enable and encourage comprehensively planned development in accordance with adopted plans and policies. The PAD is a zoning classification which provides for the establishment of zoning districts with distinct standards. A PAD may have land use regulations different from the zoning regulations in the UDC, any other PAD District, or other zoning districts. When a provision in a PAD varies from the UDC, the provisions in the PAD shall govern.

Surrounding Zones and Land Uses:

North: Zoned C-3; Multi-Family Residential

South: Zoned I-1; Retail

East: Zoned C-3; Retail, SFR

West: Zoned C-3/I-1; Retail

Previous Cases on the Property: N/A

Related Cases:

C9-16-13 Trinity Presbyterian Church PAD – University Boulevard and 4th Avenue, C-3/R-3 to PAD (H) This was a rezoning request for a 2.79 acre site, the Trinity Church block, to replace the underlying zoning with a PAD for a mix of land uses, commercial/retail, residential, with two new buildings, Building 1 – four stories/61,847 SF and Building 2 – three stories/20924 SF, integrated with the existing historic Trinity Presbyterian Church complex. The PAD document incorporated UDC Section 5.8.8 and 5.8.9, Historic Design Review and Design Standards. On February 22, 2017, Mayor and Council adopted Ordinance No. 11437 to change zoning from C-3 and R-3 to PAD (H).

Applicant's Request – “City of Tucson owns a portion of the proposed PAD property. The City issued an RFP to sell its property, and Mr. McFarland was awarded the RFP. Mr. McFarland

owns additional property within the proposed PAD boundary. The RFP outlined certain restrictions and obligations, including the requirement to process a PAD for a mixed-use, transit- and pedestrian-oriented infill development.”

Planning Considerations – Land use policy direction for this area is provided by the *Arroyo Chico Area Plan (ACAP)* and *Plan Tucson*. The rezoning site is located at the transition of the Downtown and Existing Neighborhoods Building Blocks as identified on the Future Growth Scenario Map of *Plan Tucson*.

The Downtown Building Block acts not only as a regional employment and administrative center, but also as a major hub for public transit services and connections (light and commuter rail, regional buses, streetcar). It is a vital pedestrian-oriented urban area that provides higher-density housing, retail, art and culture, and entertainment for its residents and those of greater Tucson. The area calls for supporting appropriately located and scaled high-density residential uses in and near the Downtown to support Downtown services and retail and provide incentives to attract new commercial and other support services to the Downtown.

The Existing Neighborhoods Building Blocks are primarily developed and largely built-out residential neighborhoods and commercial districts in which minimal new development and redevelopment is expected in the next several decades. The goal is to maintain the character of these neighborhoods, while accommodating some new development and redevelopment and encouraging reinvestment and new services and amenities that contribute further to neighborhood stability. The building block calls for high-density residential development where primary vehicular access is provided to an arterial street and is directed away from the interior of low-density residential areas. The building block also supports neighborhood commercial and office uses located at the intersections of arterial streets, arterial and collector streets, or collector street intersections.

Plan Tucson calls for redevelopment, which allows for the assemblage of parcels for activity center or node development. It encourages special zoning districts, such as Planned Area Developments (PAD) or overlay districts, as a way to foster mixed-use activity nodes, pedestrian and multi-modal oriented development areas, and pedestrian-oriented districts in areas suitable for redevelopment or enhancement. The *Plan* also calls for integrating land use, transportation, and urban design to achieve an urban form that supports more effective use of resources, mobility options, more aesthetically-pleasing and active public spaces, and sensitivity to historic and natural resources and neighborhood character. The *Plan* also supports opportunities to locate development where residential, commercial, employment, and recreational uses are all located, are near transit, encourage bicycle and walking, and add to multi-modal choices.

The *ACAP* purpose is to guide development while protecting and enhancing existing neighborhoods. The residential policies within the plan encourage infill development and supports commercial developments along major streets. The *ACAP* identifies appropriate design elements (screening, landscaping, setbacks, height restrictions, screened or covered storage,

shielded or directed lighting, etc.) during the rezoning and development review process when locating commercial uses in proximity to established neighborhoods. The proposed rezoning is also located within the *ACAP* Industrial Area 1, Euclid-Park Transition, located at the northwest corner of the area plan. The sub-area supports commercial and industrial infill development which is compatible with the San Antonio Neighborhood and the Gateway Route status of Broadway.

The property is bordered by Broadway Blvd to the north which is identified as an Arterial Gateway per the Major Streets & Routes Plan. Gateway routes are those expected to undergo both street improvements and land use development and are heavily traveled by residents and visitors. Gateways are major routes to regional employment centers, shopping areas, recreational areas and transportation centers. This portion of Broadway is part of the Broadway Corridor Project, a two-mile roadway widening project funded through a combination of Regional Transportation Authority half-cent sales taxes, 1997 voter approved Pima County Transportation bonds, and the City's Development Impact Fees. At this location, Broadway will only be undergoing slight widening to 6 lanes near Park Avenue eastward, where it currently narrows down to 4 lanes plus a center turn lane. Broadway is a high-ridership bus route. The other streets surrounding the property are all local streets; 12th Street to the south, Tyndall Avenue to the west and Park Avenue to the east. Field inspection by staff indicates there are currently no billboards on the rezoning site.

PAD Overview – The Welcome Broadway PAD is approximately a 3.8 acre property that proposes a mixed-use infill development based on the OCR-1 zone. The PAD allows uses, buildings, development features, and open space to create a transit-oriented and pedestrian-oriented development. Its location along the Broadway Corridor and being adjacent to the City's Downtown Area has potential for place-making and acting as a gateway land use.

Development Standards

The PAD proposes a single land use category that encompasses the entire PAD area. All uses within the City's OCR-1 zone are expressly permitted and follow the use-specific standards outlined in the PAD. The following land uses are prohibited in the PAD: adult activities, correctional, billboard, medical service outpatient, trade service & repair, large retail establishment, convenience stores with gasoline sales, group dwellings, and hazardous material storage uses (*See PAD Proposal, Table 2, p. 42*). Select additional permitted uses are allowed such as artisan residence, animal service, food & beverage wholesale, and craftwork (*See PAD Proposal, Table 3, p. 43*). Select accessory uses are permitted in the PAD such as alcohol beverage service that is accessory to either a food service or travelers' accommodation, lodging land use (*See PAD Proposal, Table 4, p. 43*).

Development standards outlined in the PAD document call for 0 ft. setbacks on street, side, and rear yards. Building heights shall not exceed 75 feet with no bulk reduction stepback required along Broadway Blvd. and Tyndall Avenue. Along Park Ave. and 12th St. a bulk reduction stepback of 20 feet from the property caps building height at 30 ft. Rooftop amenities, such as

restroom facilities, shade structures, or other covering/structures may exceed the maximum building height by an additional 12 feet, excluding bulk reduction setback area.

Motor vehicle parking requirements are to follow the Unified Development Code (UDC) parking ratios except for select uses, such as medical service outpatient. Where the UDC requires 1 space per 200 sq. ft. GFA for medical service outpatient and the PAD requires 300 sq. ft. (*See PAD Proposal, Table 5, p. 53*). These ratios are based on similar requirements used in the City's Redevelopment District and Greater Infill Incentive Sub-district, which are well-suited for the PAD's mixed use program.

Design Elements

The PAD design standards indicate all new development and uses shall be transit and pedestrian-oriented, and shall comply with all of the following standards:

- First floor uses that support pedestrian activity and encourage street level activity;
- Scale-defining architectural elements at the first two floor levels;
- First floor permeability;
- Architectural relief where a single façade may not be longer than 50 feet without architectural features;
- Pedestrian-scaled lighting;
- Front doors visible from the street; and
- Building materials being of high-quality consisting of masonry, brick, stone, re-cast concrete, cast stone, brick panels, architectural metals, glass and modular panels.

The PAD promotes shade as a design element with the project providing overhangs, awnings, trees, etc. on the property and into the right-of-way, as appropriate, with an emphasis of providing shade along sidewalks and pedestrian access paths. Trees, arcades, canopies, or shade structures shall provide shade, provided their location and design characteristics are compatible with the architectural integrity of the building. The use of plantings and shade structures in the City's right-of-way is permitted to meet this standard with the approval of the Tucson Department of Transportation.

Five percent of the gross floor area of new construction shall be provided in public plazas, patios or courtyards. Open space plazas, courtyards, and patios (including outdoor gathering spaces/patio seating, etc. at commercial establishments and restaurants), as well as the walkways connecting these public spaces, are landscaped outdoor areas designed to accommodate multiple uses, from large gatherings of the people for performing arts to smaller gatherings and restaurant seating.

Drainage

A Letter of Floodplain Map Revision (LOMR) was recorded with and approved by Federal Emergency Management Area based on drainage improvements completed through several projects. This has had the effect of taking the Property out of the federal high-risk flood zone.

Flood status of the Property was revised per the LOMR Case No.: 15-09-2298P (Effective Date: June 16, 2016). The Property is not located within a Special Flood Hazard Area or high-risk flood zone. The outcome is that the Welcome Broadway PAD is no longer within the federal floodplain.

Portions of the existing storm drain culverts pass beneath the northeast side of the Property. In order to protect the integrity of the reduced floodplain, all developments must not increase stormwater discharges.

Design Review

The PAD includes a design review process that prior to the submittal of any tentative subdivision plat or development plan within the PAD, a standing Design Review Committee (DRC) shall be established to review and approve PAD design elements, including but not limited to, architecture, landscaping and signage, for compliance with the development regulations outlined in the PAD.

The DRC will review for the following:

- Review and make recommendations on new plans and buildings elevations for compliance with the Welcome Broadway PAD document's design standards;
- Review the Placemaking Strategies for new development, submitted with the development package; and
- Through a self-certification process, provide a letter of recommendation to the City at the time of development package submittal advising whether the design conforms to the PAD.

The DRC will be comprised of (7) members, who will be appointed by the development team, except as noted below:

- (1) Registered architect not part of the development team and with experience and knowledge relative to historic preservation;
- (1) Registered landscape architect not part of the development team;
- (1) Registered contractor not part of the development team;
- (1) Member of the development community not part of the development team;
- (1) Representative from the Barrio San Antonio Neighborhood Association appointed by the Barrio San Antonio Neighborhood Association;
- (1) Representative from Miles Neighborhood Association appointed by the Miles Neighborhood Association; and
- (1) Representative selected by consensus between the Iron Horse, Pie Allen and Rincon Heights Neighborhood Associations to represent all three neighborhood associations on the north side of Broadway Blvd.

Additionally, the site includes the Welcome Diner Building which is historically significant and will be incorporated into the surrounding development project while retaining the historically significant architectural features. The diner is not part of any historic district yet. However, last year, a National Register nomination proposal was submitted to the State Historic Preservation

Office for the Sunshine Mile district along Broadway Boulevard. The Welcome Diner was categorized as a contributor to the proposed district. Additionally, it may be individually eligible.

The PAD in Part 3, Section G Welcome Diner Building, discusses the incorporation of the diner into the proposed PAD project while retaining those historically significant features. The incorporation of the Welcome Diner building into the larger project can involve adding or modifying the building to blend with any newer structures and/or potential newer functionality/use of the building while retaining the look, feel, and historic nature of the *Googie* architectural style. If the Welcome Diner building is part of a proposal for DRC review, the City's Historic Preservation Officer will be consulted prior to the DRC meeting, and any written comments from the City's Historic Preservation Officer will be part of the DRC deliberations.

Conclusion – The request to rezone the site to a PAD zoning is consistent with *Plan Tucson* and *Arroyo Chico Area Plan* which recognize this site as appropriate for a mixed-use project consisting of residential and commercial/retail uses. A plan amendment is not required. No additional conditions are recommended for the Welcome Broadway PAD. Approval of the requested Welcome Broadway PAD is appropriate.